Oslo

Oslo City Government Department for Social Services

WORDS MATTER - Action plan against Hate, Prejudice, Racism and Discrimination 2026-30

City Council decision 310/2026



Oslo Extra Large

En by for alle

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1. Preface

The action plan "Words Matter" for the period 2026–2030 is based on the municipality's overall goals in the community section of the municipal plan, aiming for an open, inclusive, and safe city. The goals of the plan are that no one should experience hate, prejudice, or discrimination, and that everyone should feel accepted and included. At the same time, the plan aims to raise awareness about the municipality's responsibility to create an inclusive city and to give municipal leaders and employees support in the work against hate, prejudice, and discrimination.

In 2026, it is 25 years since Benjamin Hermansen was killed in Holmlia in Oslo. The murder was racially motivated and led to strong mobilization among politicians and civil society. This mobilization resulted in Oslo municipality's first action plan against intolerance and Nazism, the OXLO campaign, and the value document "Oslo – a city for everyone." 25 years after the murder, Oslo municipality held a memorial to show solidarity and strengthen anti-racist work in the city. New serious incidents and trends, like the attack on the al-Nor mosque on August 10, 2019, the terror attack on Oslo Pride on June 22, 2022, and the murder of Tamima Nibras Juhar in 2025, show that there is a need to step up efforts against hate, prejudice, and discrimination.

The measures in the action plan are divided into three focus areas:

- Focus area 1 - Prevent hate, prejudice, and discrimination
- Focus area 2 - Counter the consequences of hate, prejudice, and discrimination
- Focus area 3 - Respond to hate, prejudice, and discrimination

Based on the overall goals, the focus areas and measures in the action plan are meant to help prevent hate, prejudice, and discrimination by promoting democratic values and attitudes about diversity and equality, reacting to hate and prejudice if someone experiences hateful speech or attitudes, and counteracting the consequences for those affected by hate and prejudice. Within the three focus areas, the plan is sharpened with measures for citizenship and democracy in schools, libraries, and youth clubs, measures against online hate on digital platforms, and measures for alliances with actors in business, culture, and volunteer organizations.

The action plan will cover the period 2026-2030 and will replace the action plan against hateful speech and attitudes 2022-2025.

2. Knowledge about hatred, prejudice and discrimination

Hate, prejudice and discrimination harm individuals, groups and society as a whole. Words matter. At the individual level, the direct consequences are fear and psychological stress. At the

societal level, the consequences can be that prejudice and discrimination are normalized. In the ultimate consequence, hatred and prejudice can motivate more serious criminal acts and violence.

Oslo aims be a city with room for everyone. That's why the municipality wants to work for an open and inclusive society where everyone feels a sense of belonging. That means a society based on democratic values, universal human rights, and mutual respect between individuals and groups in Oslo.

When discrimination occurs systematically and repeatedly through structures and practices in an organization, or in a social arena, it is called systemic and institutional discrimination. When this form of discrimination exists in many parts of society, it is called structural discrimination. The burden of being exposed to hatred and prejudice because one belongs to a minority is called minority stress. Minority stress can lead to some people placing limitations on their own choices and scope for action. Many people choose not to pursue careers, education, leisure activities and living environments where they expect prejudice or rejection.

Protection against hatred, prejudice and discrimination is a prerequisite for diversity to be a resource. Societies that tolerate differences are stronger in the face of crises.

An inclusive Oslo is more attractive to residents, businesses, cultural communities and international partners. Diversity of perspectives leads to more innovation, better problem-solving and more creative solutions. A diverse workforce gives the municipality broader experience and expertise, which strengthens the quality of services. Services that take diversity into account work better for the entire population.

Intercultural diversity is about equality and being appreciated regardless of ethnic background, cultural traditions or beliefs and views. Gender and sexual diversity is about the right to express one’s identity, and to be able to fall in love and live with whoever one wants, regardless of gender expression, gender identity or sexual orientation. Functional diversity is about being seen a fully-fledged human being, where limitations are due to lack of adaptation, not the person's level of functioning.

Intersectionality, or overlapping discrimination, describes how different forms of discrimination – like ethnicity, gender identity, and disability – overlap, influence, and often amplify each other at the same time.

2.1. The challenge

A report with statistics on hatred, prejudice and discrimination are attached to the action plan. In the report, knowledge about what people in Oslo (and Norway) think and experience about appreciation, equality and acceptance of diversity, is combined with knowledge about what municipal enterprises districts and agencies do. The set up of data follows Rambøll's methodology on logical chains and connections between effects at the societal level and the implementation of measures in municipal action plans.

Democratic knowledge among young people is weakening

Young people and school students' knowledge of democracy and citizenship is in a negative trend. The report "Young citizens in a new era" (NTNU 2025) shows a decline in the understanding of democracy among Norwegian lower secondary school students. The proportion of students at the lowest knowledge level has increased from 4.5% (2016) to 11.9% (2022).

Norwegian students generally still support democratic values, such as equal rights and equal treatment. At the same time, students with low knowledge of democracy score lower on appreciation and equal treatment of different groups in society. They are also less aware of threats to democracy. The differences in knowledge between students with different socio-economic backgrounds are increasing. According to researchers at NTNU, this weakens society's democratic preparedness. In addition, most students today have a digital life and can be exposed to harmful content. Students who are exposed to violence, conspiracy theories and polarizing messages can become more vulnerable to digital influence and extremist narratives. This is reinforced by social media, which can draw young people ever deeper into radical content through algorithm-driven recommendations, especially if they lack critical digital judgment. Digital judgment, critical thinking and understanding of democracy as topics in school are closely related and can therefore be crucial in forming the basis for democratic preparedness among students at the schools in Oslo.

High levels of hate and prejudice

The level of hate and prejudice against minorities is high, and minorities' trust in discrimination protection is low. In 2024, the Oslo Police District registered 391 incidents registered as hate crimes (POD and OPD 2025), compared to 418 in 2023 and 422 in 2022.

Many minorities in Oslo are subjected to derogatory comments, hateful speech, and concrete threats. National figures for reported hate crimes show an increase in the period 2019-24, with a slight decrease in 2025 (OPD 2026 – Reported Hate Crimes 2025). The most prominent offenses were hateful speech (39%), followed by physical violence (20%) and reckless behavior (14%). In 61% of reported cases, the recorded hate motive was related to skin color or ethnicity, with 8% linked to Islam and 3% to anti-Semitism. In 30% of the cases, the hate motive was related to sexual orientation and gender identity, and 3% to disability. Hate crime often increases in the wake of serious events, like the terror attack in Oslo in 2022 or international conflicts, such as the war in Gaza. The police believe that hate crimes targeting people with disabilities and national minorities, like the Sami, Kvens, and Roma, have particularly high levels of underreporting.

The Police Security Service (PST) reports that right-wing extremist groups are more dangerous today than they were 25 years ago. Although marginal organizations gather few supporters at their events, their extreme claims about immigrants, Muslims, Jews, LBGT persons and other minorities are shared by far more. Digital networks extend across borders, and glorification of violence and recruitment to extremism largely takes place online.

The Police Security Service (PST) is also seeing increased networking among extreme Islamists in

Norway. They warn of a trend where individuals with extreme Islamist beliefs support and accept the use of violence, and an increase in minors being exposed to extreme Islamist ideology.

Discrimination in relationships with municipal services

14% of Oslo residents have experienced being treated poorly in relationships with municipal service because of their background. In the report "Surveying experienced discrimination in the Municipality of Oslo" from 2025, researchers from NIBR found that 18% have experienced discriminatory treatment in relationships with employees in the municipality.

How minorities adapt to avoid discrimination

The University of Oslo has documented in its report “The Ethnic Hierarchy” (UiO 2024) how intercultural minorities downplay and mask their ethnic and religious background to avoid discrimination. In its report “Experiences with Hate Speech and Harassment among LGBT People” (ISF 2029), ISF has documented how LGBT persons hide their gender identity, for fear of being subjected to harassment and discrimination. Transgender people are particularly vulnerable to negative attitudes. In an article on the exclusion potential in work inclusion (OsloMet 2023), OsloMet has described how job seekers with disabilities experience that employers have an ideal of able-bodied employees.

Training measures and routines for protection against discrimination in the municipality of Oslo

Municipal services with clear plans and measures are better equipped to prevent discrimination, ensure equal services, and create safe meeting places for all residents.

The annual reports of districts, agencies and enterprises in the municipality of Oslo show that several municipal administrations have worked systematically with diversity and equality over the years. At the same time, the annual reports for 2025 show that there are still large differences within the municipality:

- 10 of 43 municipal administrations do not have plans and measures for equal services
- 12 municipal administrations have not implemented training measures
- 9 municipal administrations have not provided information about protection against discrimination.
- 37 of 43 municipal administrations have appointed an OXLO contact.

With effect from 2025, the municipality has entered into a joint purchasing agreement for courses on discrimination that apply to ethnicity, functional ability, gender identity and sexual orientation. 31 out of 43 administrations in the municipality of Oslo have completed diversity training for managers and employees. 15 administrations have made an agreement to use the course offer in 2026.

2.2. Hate, prejudice and discrimination

Measures against hatred, prejudice and discrimination are a fundamental part of a liberal and democratic state based on the rule of law. Such a state is based on freedom of expression, protection of minorities and a diverse civil society.

Hatred, prejudice, and discrimination can show up in different ways and are experienced differently by different people. The term intersectionality is used to show how various categories like ethnicity, gender identity, and disability can interact and affect a person's living conditions.

Hate is emotionally driven beliefs that undermine the dignity, reputation and status of a group of people in society. Hate can legitimize discrimination and violence. Prejudice is pre-formed, often negative, beliefs and attitudes towards individuals or groups, based on assumptions rather than actual knowledge or experience.

Hate speech is illegal (Section 185 of the Penal Code). Hate speech is incitement or threats that promote hatred, persecution or contempt towards an individual or group on the grounds of skin color, national or ethnic origin, religion, beliefs, sexual orientation, gender identity or disability. Hate speech is illegal according to Section 185 of the Penal Code.

Discrimination is unfair differential treatment, or apparent equal treatment that has disproportionately negative consequences for individuals, based on the person's gender and age, ethnicity, religion, disability, gender identity and sexual orientation.

Negative attitudes towards minorities are referred to in research and in public debate as racism, anti-siganism, Islamophobia, anti-Semitism, homophobia, transphobia and ableism – intolerance towards people with disabilities.

Racism is the notion that people can be divided into different groups based on their ethnic, cultural or religious background, and that these groups have certain characteristics that can be ranked in value.

Islamophobia is used to refer to anti-Muslim attitudes and hate speech. The term is used as a collective term for discrimination against Muslims, based on prejudices against Islam as a religion and against Muslims as a cultural and ethnic group.

Anti-Semitism is hostile attitudes directed at Jews or what is perceived as Jewish. It is based on notions that Jews as a group have inherently negative characteristics.

Anti-siganism is prejudice, hatred, propaganda and discrimination against the Roma minority (formerly called Gypsies).

Homophobia is used to refer to fear and prejudice against people who violate gender and sexuality norms. In everyday speech, the term also includes prejudice against lesbians and bisexuals. Transphobia is disgust, fear or discomfort towards transgender people – people with a gender identity that differs from the sex they were assigned at birth.

Ableism refers to prejudice against people with disabilities, often based on false beliefs about illness or physical differences. Body prejudice also affects people who are stigmatized because of diet and substance abuse, and the resulting low quality of life and poor health. The

stigmatization is often linked to prejudices that discrimination is self-inflicted and results from lifestyle choices and weak self-control.

Ageism is defined as systematic stereotyping and discrimination of people based on their age.

2.3. Freedom of expression and protection against hatred and discrimination

Freedom of expression, enshrined in Section 100 of the Norwegian constitution, is a fundamental human right that protects an open and informed public conversation. The purpose of freedom of expression is the search for truth, democracy and the individual's free formation of opinion. The value document "Oslo - a city for all" obliges the municipality to promote a message of diversity, equality and tolerance. At the same time, the municipality has a duty to prevent unnecessary interference with freedom of expression.

For residents, communities and groups affected by hatred and prejudice, it means a lot that the municipality actively and clearly distances itself from hateful messages. By being a clear partner for associations and players in business, culture and sports, the municipality shows that Oslo is an open and inclusive city. Districts, agencies and municipal enterprises promote inclusion and diversity by emphasizing this in district days, sports events, local festivals and national holidays. The SaLTo model has established routines for dialogue, information sharing and interaction between the municipality, the police and local actors such as schools, religious communities, neighborhood associations and voluntary organizations.

Digital platforms and hate crime

Digital platforms are a key arena for hate crime. Social media allows provocations and conflicts to spread quickly, and emotions to escalate. The platforms also contribute to increased recruitment and mobilization in extreme environments. Digital platforms make it easy to spread disinformation, hate speech and extremist content. Network building occurs through propaganda, gaming and anonymous communication among like-minded people. Social media algorithms and user-friendly technology make it easy to consume, share and create propaganda. Most hate speech online targets ethnicity, religion, sexual orientation, gender identity and disability. Content about wars and conflicts abroad spreads quickly across borders, and transnational networks share depictions of violence and tributes to terror.

Disinformation and new technology

The Norwegian Media Authority points out in its report “Critical media understanding in the Norwegian population” (Media Authority 2024) that the amount of unreliable information online has increased significantly. Technological developments, especially in generative AI, make it easier to produce and spread content that reinforces hatred, polarization and false perceptions. Alternative and non-editor-controlled media publish content without clear senders, without source-critical standards and without ethical frameworks. Generative AI creates new challenges because the technology can produce convincing but false content, such as deepfakes,

manipulated images, videos and AI-generated profiles and spokespersons.

The municipality's role and its limitations

The municipality of Oslo does not have the authority to intervene, or sanction hate speech and other violations of the law on the internet, beyond responsibility for content on its own digital platforms and social media. The municipality participates in Nordic Safe Cities and the Norwegian network Trygg by Arena. Nordic Safe Cities has developed EDDA, an AI-based moderation tool that can continuously monitor comment fields on Facebook, notify about hateful messages and suggest measures such as hiding, deleting or providing conflict-reducing feedback.

The Norwegian government has announced that in 2026 they will introduce a separate law on digital services based on the EU's Digital Services Act (DSA). The law will make it easier for Norwegian authorities to follow up and monitor illegal content on digital platforms. The Digital Services Act will make the DSA a Norwegian law and regulate the digital platforms' liability for illegal and/or harmful content. The digital platforms will be required to moderate and monitor content, notify about violations and reduce the negative effects of algorithms. This will strengthen the police's ability to contact and warn actors who spread hate speech and extremist content. It could also strengthen the ability of civil society to report violations.

3. Status in the municipality of Oslo

3.1. Inclusive practices

Inclusive practice means creating relationships and meeting places where all people are met with respect, equality and belonging, regardless of background or identity.

In the planning period 2022 – 2025, the municipality of Oslo has introduced routines, guidelines and guidance for training and competence, equal services, inclusive work environment and representative recruitment, and ways for employees to report on discrimination. These initiatives remain central to the municipality's work with inclusive practice.

The municipality's standard for inclusive practice is anchored in the value document "Oslo – a city for all" - also called the OXLO charter.

- In Oslo, all residents have equal opportunities to live different and equal lives.
- In dealing with the municipality of Oslo, everyone should be appreciated and valued for who they are, regardless of ethnicity, faith and beliefs, disability, sexual orientation, gender identity, gender expression, gender and age.
- The municipality, as a service provider and employer, shall have inclusive and non-discriminatory practices.
- In its work for diversity and equality, the municipality of Oslo will learn from and share experiences with civil society actors, employers and other municipalities.

The Agency for Social and Welfare Services has its own competence unit on diversity that assists districts, agencies and enterprises in preparing plans with measures and activities that promote equality and counteract discrimination. The agency is responsible for OXLO Week and the municipality's participation in Oslo Pride, the OXLO pages on the municipality's website and coordination of the network of OXLO contacts in districts and agencies.

OXLO – Oslo Extra Large – is used as a symbol for the municipality's diversity work. The value document is referred to as the OXLO charter. The OXLO symbol is used in communication about diversity and equality, including in connection with the annual OXLO Week in November, the awarding of the OXLO Award, and at various events related to Oslo Pride in June.

All administrations in the municipality of Oslo must have an OXLO contact who contributes to the work with diversity and inclusion. The OXLO contact shall be a driving force for measures that promote equal services and an inclusive working environment. The OXLO contacts participate in the OXLO network, which is led by the Agency for Social and Welfare Services. Here, experiences and information about routines and guidelines for inclusive practice are shared.

In the 'Action Plan for Increased Recruitment of Leaders, Employees, and Board Members with Minority Backgrounds 2023-27,' the focus is on making recruitment processes professional and structured to counter discrimination and ensure equal opportunities for all candidates. Using common templates, checklists, and training should help make evaluations more systematic and inclusive. Increased knowledge about diversity recruitment among leaders is crucial for a fair and inclusive hiring process.

These routines and recommendations have been introduced as measures in the 2022-25 planning period and remain central to the municipality's work for diversity and inclusion:

- Routines for protection against discrimination directed at employees in the municipality, and routines for protection against discrimination for users of municipal services.
- Tools for teacher intervention and follow-up of cases of hate speech, bullying and discrimination in schools.
- Guide for the use of municipal urban spaces and premises when assessing events with potentially polarizing and hateful messages.
- Joint purchasing agreement for courses on diversity and inclusion, within the three areas of discrimination of ethnicity, disability, gender identity and sexual orientation collectively and separately
- Language profile and visual profile, with recommendations on the use of images and gender-neutral and culturally sensitive language.
- Templates for job advertisements and packages for advertising channels for management positions aimed at increasing the recruitment of managers with an immigrant background.
- In schools in Oslo, emphasis is placed on the interdisciplinary theme "Democracy and citizenship" in the curriculum, as a central framework for the school's work with democracy, diversity and dialogue.
- Schools in Oslo collaborate with the HL center on the teaching program "Dembra" and

make use of Jewish, Muslim and Sami guides.

— Agreement with STL-Oslo on tasks in the field of faith and beliefs in Oslo in the strategy "The open city".

— Cooperation with the Police and the Equality and Anti-Discrimination Ombud on inspections and joint preventive guidance at bars and clubs, to combat nightlife discrimination.

3.2. Preventing radicalization, hate crime and violent extremism

The Oslo Police Council, in which the municipal leadership and the leadership of the Oslo Police District participate, adopted in 2025 the "SaLTo Action Plan - prevention of radicalization, hate crime and violent extremism in Oslo 2025-2028". The action plan emphasizes dialogue, information sharing and interaction between the police, the municipality and civilian actors to strengthen joint efforts against hate crime.

The areas of focus in the action plan are to strengthen coordination, coordination and cooperation, capacity building and work pertaining to the internet and social media. The plan prioritizes measures that create arenas for knowledge sharing and dialogue between public, non-profit and private actors. In the area of the internet and social media, the efforts consist of tools for safe digital practice in schools and training materials for preventive work online, and cooperation with research environments that follow developments in digital extremism trends.

Guides and routines provide information about the contact points in the municipality and with the police, and point to arenas for knowledge sharing. Municipal employees is informed about who they can contact for guidance if they have concerns. Employees in the SaLTo cooperation network are given knowledge and relationship skills to be able to protect and keep victims of hate crime safe.

The SaLTo model has a separate professional network called RADEX. This network contributes knowledge about extremist environments and radicalization processes. Members provide support to local SaLTo coordinators and services and advise on measures and working methods. In some districts there are local RADEX teams. These function as coordination forums for person-oriented follow-up of concerns related to radicalization. The teams consist of the SaLTo coordinator, radicalization contact in the police and relevant services in the districts.

Several measures against hatred and prejudice have been implemented as part of the "SaLTo Action Plan - For prevention of radicalization, hate crime and violent extremism 2025-2028". This applies in particular to measures aimed at hatred and disinformation in social media:

— The municipality has drawn up guidelines for moderating the municipality's social media - including recommendations for inclusive language and the use of illustrations.

— The municipality has contributed to creating similar guidelines for moderating social media used by voluntary organizations and religious communities.

— The municipality has implemented the dialogue project "Oslo Speaks", a collaboration between Deichman public library and the Nobel Peace Center. The project created meeting places where citizens had physical conversations about topics characterized by

prejudiced rhetoric in comment fields on social media.

— The municipality has started a Safe City project based in municipal youth clubs, where young people participate in practical democratic work, collects best practices from clubs, schools and sports in a digital handbook, and trains municipal youth workers in limiting hatred, prejudice and discrimination.

— Guide for digital fieldwork, mapping and observation, regarding the presence of municipal employees on digital platforms and in social media.

3.3. Democracy and citizenship in schools and libraries

The school is a central arena for early efforts to promote understanding of democracy and inclusive communities. Democracy and citizenship in schools is about providing students with knowledge, skills and attitudes that enable them to participate actively in society. Through teaching and other activities, the school shall develop students' critical thinking and promote democratic values such as respect, equality, freedom of expression and responsibility. Students shall also gain experience in co-determination, for example through student councils, class discussions and cooperation. This strengthens students' identity as citizens and their understanding of their own and others' rights and duties in society.

In Oslo, schools have access to a number of subject resources and teaching programs linked to educational objectives on identity and diversity in the curriculum. The schools also have extensive contact with civil actors in the area of diversity, including school visits in collaboration with peace and memorial centres such as the Centre for Studies of the Holocaust and Belief Minorities (HL Centre), the 22nd of July Centre and the Nobel Peace Centre. The municipality has entered into an agreement with the HL Center on Dembra, a teaching program on democratic preparedness against prejudice and exclusion. Schools are also offered to collaborate with the Mosaic Faith Community on Jewish guides, with the Islamic Ban on Muslim guides and with the Sami University College on Sami guides. Several schools collaborate with Stop Hate Speech on workshops and the use of tools against hate and disinformation on the internet.

Commemorations for victims of hate and extremism, and activities related to the UN Calendar for Tolerance and Human Rights, give students the opportunity to increase their knowledge of what promotes inclusion and what spreads hatred and prejudice. Teachers, students and youth workers in Oslo participate in activities organized by the Stop Hate Speech campaign. The Stop Hate Speech network has a young-to-young methodology and mobilizes young people as ambassadors against hate speech.

School libraries are a resource in the school's work to promote critical thinking and democratic resilience. Deichman offers a broad program aimed at young people in partnership with media and knowledge actors, schools and districts in Oslo.

The Nordre Aker district has developed new measures to better meet the needs of LGBT refugees. Measures include bilingual environmental workers, follow-up from environmental therapists and cooperation with LGBT associations. In 2025, the district has collaborated with Stopp Hatprat, with participation from local schools and sports clubs.

3.4. Cooperation with civil society

Since 2020, the municipality has invited civil society actors to dialogue meetings. The dialogue meetings have been linked to the municipality's contingency plans, and the need for joint efforts and common understandings. After the terrorist attack during Oslo Pride in 2022 and the racist murder at Kampen in 2025, the dialogue meetings have contributed to a common message of resilience against extremism. They have also made it possible to provide support to affected organizations and solidarity events. The meetings give civil actors the opportunity to provide input and feedback, while the municipality can provide information about available meeting places and health services for particularly vulnerable groups.

Terror attacks and hate crimes often share a common agenda. The offenders share a hatred of diversity and visible minorities. In the aftermath of such events, national authorities take the lead in crisis management, strengthen public safety, and initiate investigations. The responsibility of Oslo municipality is to coordinate the local response, and to build trust, community, and resilience against extremism. That means informing the public and contributing to joint displays of solidarity. It also means inviting affected parties to dialogue and ensuring resources for volunteer assistance. It also means mobilizing municipal resources and setting up health services to meet the psychosocial needs of victims.

The dialogue meetings build on the municipality's OXLO work and participation in Oslo Pride, the SaLTo conference and the annual Volunteer Conference. The municipality of Oslo organizes the OXLO conference every year in November. The OXLO symbol is made visible on municipal buildings and in the cityscape in connection with events, festivals and conferences organized by the municipality or with municipal support. The municipality of Oslo is an active participant in Oslo Pride, with a float in the parade, use of the OXLO and Rainbow symbols in municipal administrations, and contributions to the Pride House seminar program. The municipality also supports the Stolthet Parade, the country's largest parade for and by people with functional variations.

Districts, agencies and municipal enterprises participate in district days, sports events, local festivals and religious holidays to promote inclusion and diversity. Actors with affiliations with local minority communities host events for the local community, the neighborhood and the school.

The municipality's grant schemes support volunteering and civil society that work with diversity and inclusion. The organizations contribute to strengthening expertise in the municipality, highlighting the voices of people with different life backgrounds and groups exposed to injustice, and offering safe meeting places and low-threshold guidance to victims of discrimination.

Cultural life in Oslo is a key arena for promoting inclusion, diversity, and dialogue, and it provides a strong foundation for collaboration with the Oslo municipality on measures against hate, prejudice, and discrimination. Through stages, festivals, museums, libraries, and volunteer initiatives, the cultural scene reaches a wide audience and creates meeting places across ages, backgrounds, and beliefs. Art and culture can help challenge attitudes, highlight minority experiences, and bring forward different perspectives. People involved in cultural life therefore play an important role in preventive work, including through programming, communication, and

inclusive events.

The Oslo Model and the municipality's ownership policy place demands on companies and organizations the municipality interact with regarding inclusive practices, due diligence assessments, and safeguarding human rights.

The action plan “Oslo’s City and Nightlife – Safe, Attractive, Serious, and Inclusive” – Alcohol Policy Action Plan for Oslo Municipality 2024-2028 aims for an inclusive nightlife, free from discrimination and harassment. The Agency for Food and Alcohol Licensing and Inspections contributes by providing guidance and dialogue with the nightlife sector to increase awareness of discrimination and harassment. In meetings with the sector, they provide information about a safe working environment and how to prevent and handle discrimination. The municipality encourages everyone applying for a license to ensure that current requirements for universal design are met.

The Anti-Discrimination Network was launched in 2023. The network is led by the Welfare Agency and consists of civilian actors who work on protection, legal and psychological support, and follow-up for victims of hate, prejudice, and discrimination.

In 2021, the municipality supported the establishment of a local Oslo branch of the Cooperation Council for Faith and Life Stance Communities (STL). In 2025, the municipality entered into a cooperation agreement with STL-Oslo to follow up on tasks in the field of faith and life stance in Oslo. Since 2023, STL has been working on interfaith dialogue and initiatives against prejudice and social control rooted in faith.

Several centers and memorial organizations are active in the Oslo region, including the HL Center, Sami House, Romano Kher, Jewish Museum, the July 22nd Center (about the attack on the Government Quarter and Utøya), the Support Group for June 25th (about the attack on Oslo Pride), the August 10th Foundation (about the attack on the al-Noor mosque), and the Benjamin Hermansen Foundation.

The municipality of Oslo and the Oslo Sports District (OIK) work closely together to ensure sports for everyone in the city, especially through financial grants and development programs that reduce social and cultural barriers to participation. The Neighbourhood Club initiative strengthens sports teams that take on extended social responsibility, where the goal is broad participation and inclusive environments in the local community.

The municipality regularly consults with research groups in its efforts to combat hatred, prejudice and discrimination, including the Centre for Extremism Research at the University of Oslo (C-REX), the National Knowledge Centre on Violence and Traumatic Stress, and the Norwegian Institute for Human Rights.

The municipality also gains access to research and best practices on diversity through participation in the city networks Eurocities, Intercultural Cities, ECCAR and Rainbow Cities, Strong Cities Network and Nordic Safe Cities/Trygg By Norge. Trygg By Norge is an initiative where the Gjensidige Foundation supports Norwegian municipalities in their efforts to prevent radicalization, extremism, hatred and racism.

The municipality has broad involvement processes where volunteers and organizations are

invited to participate and give feedback. People in Oslo are experts on their own city. By letting organizations and other civil actors contribute to the city's development, better solutions are created for Oslo.

The municipality of Oslo has three central councils and two central boards for participation. The councils and boards are advisory bodies to the city council and the city government. They help to ensure broad, open and accessible participation in the municipality, and to ensure that key political objectives regarding the elderly, youth, people with disabilities, gender and sexual diversity and intercultural minorities are safeguarded.

4. The Action Plan "Words Matter" - Action Plan against Hate, Prejudice and Discrimination (2026-2030)

4.1. Main goals

The action plan "Word matter" for the period 2026 - 2030 is based on the municipality's main goals in the municipal plan's social section of an open, inclusive and safe city. It is intended to resolve societal complexities of increasing threats to safety and public security. The action plan is based on the value document "Oslo - a city for all" (City council case 435/2023).

The goal of the plan is:

1. that no one should experience hatred, prejudice and discrimination
2. that everyone should experience being accepted and included
3. to increase awareness of the municipality's responsibility to create an inclusive city
4. to provide the municipality's leaders and employees with support in their work against hatred, prejudice and discrimination

The action plan will also help promote more positive attitudes towards minorities in Oslo, and ensure that more Oslo residents with an ethnic minority background, a religious minority background, a queer identity, and/or a disability feel valued and recognized as full members of society. The action plan takes an intersectional perspective, understanding that different grounds for discrimination often happen at the same time and reinforce each other.

Based on the main goals, the focus areas and measures in the action plan shall contribute to:

- preventing hatred, prejudice and discrimination by promoting democratic values and attitudes about diversity and equality.
- responding to hatred and prejudice if someone experiences being exposed to hateful speech and attitudes
- counteracting the consequences for those affected by hatred and prejudice

The action plan is meant to help the municipality meet its obligations according to the UN's Universal Declaration of Human Rights (1948), the UN Convention against Racial Discrimination (ICERD 1969), the UN Convention on the Rights of Persons with Disabilities (CRPD 2006), and the UN Convention on the Rights of the Child (1989).

4.2. Target groups

The target groups for the plan are the municipality's managers and employees, and the plan is intended to be a common framework for the municipality of Oslo's efforts against hatred, prejudice and discrimination.

4.3. Focus areas and measures

The Action Plan against Hate, Prejudice and Discrimination "Word matter" 2026 – 2030 replaces the Action Plan against Hate Speech and Attitudes 2022 – 2025. The new plan outlines new measures where there is a need to strengthen efforts in the planning period 2026-2030.

Routines, guidelines and recommendations introduced in the planning period 2022 – 2025 are described in chapter 3 on the status of the work in the municipality of Oslo. These routines are still central to the municipality's work for diversity and inclusion and have been reinforced in the new plan to ensure implantation and use.

Focus area 1 - Preventing hate speech and attitudes

The municipality will:

1. Evaluate the OXLO model with the aim of reaching out more widely, and strengthen the organization so that the OXLO contacts in all the municipal districts and agencies are clear drivers for measures in their own administrations that promote equal services and an inclusive working environment.
2. Ensure that municipal leaders and employees implement the necessary competence measures in their own administrations and use the joint purchasing agreements on training.
3. Consider strengthening the coverage of age-based discrimination in the municipality's employee handbook, and address age-based discrimination as a topic in meetings with HR managers in districts, departments, and enterprises.
4. Regularly map experienced discrimination in relations to the municipality of Oslo.
5. Plan regular activities and/or gatherings for students in schools with the aim of strengthening goals related to tolerance, human rights, democracy and citizenship.
6. Strengthen skills in critical thinking, digital citizenship and source criticism in schools.
7. Promote safe and inclusive environments in youth clubs in collaboration with actors in sports and cultural life, and the actors in Trygg-by Arena.
8. Collaborate with academia, business and civil society actors to disseminate knowledge and

best practices on diversity and equality.

9. Participate and share knowledge and experiences from international city networks that the municipality of Oslo can learn from.

Focus area 2 - Counteracting the consequences of hate speech and attitudes

The municipality shall:

10. Create information on tolerance and inclusion for the manager's toolbox for ethical reflection and awareness-raising, as a contribution to strengthening inclusive practice in services.
11. Consider how requirements for non-discriminatory practices can be strengthened in the municipality's regulations on procurement.
12. Ensure that residents who contact the municipality receive correct information about the opportunity to report and receive assistance in cases of discrimination by using guides for discrimination protection.
13. Implement measures to raise awareness in public services about people with substance abuse problems, about the prejudices and stereotypes they face in society, and about the legal protection they have against discrimination.
14. Share knowledge about measures, routines and training opportunities that prevent discrimination and protect victims, through a network of OXLO contacts and SaLTo coordinators.
15. Formalize and intensify cooperation with state and civil actors in the municipality's Anti-Discrimination Network.
16. Collaborate with relevant internal and external actors to convey the story of victims of hatred and extremism to students in schools.
17. Ensure and facilitate that victims of hatred and violent extremism have access to safe meeting places, in cooperation between city districts and civil actors.
18. Work to ensure that expressions of the culture and history of the city's minorities are a visible part of the cityscape.

Focus area 3 - Responding to hate speech and attitudes

The municipality shall:

19. Create a plan for digital activities aimed at the municipality's leaders and employees - with information about the municipality's work for diversity and inclusion.
20. Use tools such as the moderator guide in the municipality of Oslo "Safe Digital Spaces" and the moderator tool "EDDA" developed by Nordic Safe Cities, to increase awareness of hate and disinformation on the internet.
21. Strengthen preventive work against far-right and extreme Islamist influence and recruitment among children and youth - especially on digital platforms, in collaboration with schools, youth clubs, SaLTo, and relevant professional environments and organizations.

22. Provide information to vulnerable groups in crisis situations, invite dialogue with affected organizations and promote common and inclusive messages about solidarity and unity.
23. Use a guide for the use of urban spaces and premises when renting and lending municipal properties, and be a clear partner for actors in business, culture and sports who are behind events that promote diversity and inclusion.
24. All municipal enterprises shall routinely report vandalism of rainbow flags, OXLO symbols or other diversity symbols to the police.
25. Develop and implement an Oslo standard for the RADEX collaboration network to provide city districts with concrete routines for local work and follow-up of individual cases.
26. Strengthen the prevention of crime online and in social media and increase awareness and competence among municipal employees.
27. Support counter-voices in civil society that use artificial intelligence against hatred and prejudiced myths spread on the internet.

5. Demarcation from other initiatives and plans

This action plan complements other action plans. To prevent overlap, this action plan should be seen in conjunction with these. The coordination of the implementation of measures will be carried out with the assistance of the city government departments' planning network. The most relevant are:

- Action plan for increased recruitment of managers, employees and board members with minority backgrounds 2023-27
- “Proud and free” 2024-2028 - Action plan for gender and sexual diversity”
- Thematic plan for people with disabilities 2026-2026 (consultation draft)
- “The open city” - Oslo municipality's strategy for religious and religious policy 2024-2034
- “From fear to freedom” - Action plan against violence in close relationships, abuse and negative social control 2025-2035
- Action plan - prevention of radicalization, hate crime and violent extremism in Oslo 2025-2028 against extremism
- "Oslo's nightlife - Safe, attractive, serious, and inclusive" - Alcohol policy action plan for Oslo municipality 2024-2028
- "Better handling of racism in schools", City council decision 275/2026

The action plan will also be reviewed against the government's measures and action plans:

- Government action plan against racism and discrimination (2024–2027)
- Government action plan against Muslim hostility (2025–2030)

- Government action plan against anti-Semitism (2025–2030)
- Government action plan against hate speech and discrimination against the Sami (2025–2030)
- Government action plan for gender and sexual diversity (2023–2026)
- Report to the parliament on the prevention of extremism (St.m. 13 2024-25)
- Government strategy for expression preparedness and an open and enlightened public discourse

6. Reporting

The municipality will regularly conduct a survey of experienced discrimination in relations to the municipality of Oslo, and prepare a status report on the impact and effect of the measures in the action plan. The municipality will also plan to summarize the experiences and effects of the various measures that have been implemented as a basis for adjusting and changes.

The municipality will conduct surveys of self-perceived discrimination, based on Proba's guide on how municipalities can conduct such surveys on their own. The municipality of Oslo has previously contributed to two surveys of racism and discrimination - in collaboration with KIFO in 2022 and with NIBR in 2024. In addition, it is planned that the municipality will prepare an annual report on the municipality's efforts for diversity and equality, based on the annual reports of the administrations.

In implementing the plan, there will be invitations for dialogue and cooperation with the municipality's councils and committees for user involvement. In particular, cooperation with the Board for Intercultural Minorities will be important for implementation. A reference group will be established with members recruited from this board, the board for Gender and Sexual Diversity, the Council for Persons with Disabilities, the Central Youth Council, as well as the Anti-Discrimination Network.

A report with statics on hatred, prejudice and discrimination is attached to the action plan. The report describes the impact of the measures introduced in the 2022-2025 planning period on the work with diversity and inclusion in city districts, agencies and municipal enterprises. The report includes statistics on what the municipality is doing to promote diversity and protect against discrimination, combined with statistics on the appreciation of diversity as a resource, respect for equal rights and acceptance and tolerance of differences related to ethnicity, gender identity and sexual orientation, and functional ability. This compilation enables the municipality to evaluate the impact and effect of the measures in the action plan. The repost makes use of recommendations in the report “Proposal for a set of indicators for diversity and equality in the municipality of Oslo” (Rambøll 2022).

Adopted in case 310/2026 at the City council meeting on October 21, 2026